



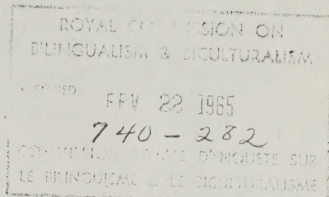
THE CANADIAN CHAMBER OF COMMERCE

300 ST. SACREMENT STREET, MONTREAL 1, QUEBEC

CAI Z 1
-63B22

February 19, 1965.

Mr. N.M. Morrison,
Co-Secretary,
The Royal Commission on
Bilingualism and Biculturalism,
P.O. Box 1508,
Ottawa, Ont.



Dear Neil:

By now you will have received an additional 30 copies of the English text of our submission. Would you please be good enough to destroy the first 30 which were sent to you as there was an error in these copies. Specifically, the error occurred on page 32 in which there was a heading omitted.

I hope this will not cause to great an inconvenience.

Yours very truly,

B. G. Browne

W.G. Browne,
Assistant Manager,
Public Affairs Department.

WGB:GR



A. J. LITTLE, F.C.A.
President

A. E. HALL
Honorary Treasurer

MAJ. GEN. R. H. KEEFLER, C.B.E., D.S.O.
First National Vice-President

D. W. CASEY
Associate Honorary Treasurer

T. O. PETERSON
Second National Vice-President

J. M. KEITH / W. H. PALM
Vice-Chairmen of the Executive Council

H. F. HOERIG
Chairman of the Executive Council

D. L. MORRELL
General Manager



SUBMISSION

OF

THE EXECUTIVE COUNCIL OF

THE CANADIAN CHAMBER OF COMMERCE

TO

THE ROYAL COMMISSION ON BILINGUALISM

AND BICULTURALISM

JANUARY, 1965

Mr. J. Davidson (Editor,
Mr. André Laurendeau
Co-Chairman,
The Royal Commission on
Bilingualism & Biculturalism,
Ottawa, Canada.

C O N T E N T S

INTRODUCTION.....Page 1

PART ONE--SUMMARY.....Page 3

PART TWO--RECOMMENDATIONS.....Page 9

PART THREE--DISCUSSION.....Page 12

APPENDIX A.

PS #24

C O N T E N T S

INTRODUCTION.....Page 1

PART ONE--SUMMARY.....Page 3

PART TWO--RECOMMENDATIONS.....Page 3

PART THREE--DISCUSSION.....Page 12

Digitized by the Internet Archive
in 2022 with funding from
University of Toronto

AS-11 54

Mr. A. Davidson Dunton,
Mr. André Laurendeau,
Co-Chairmen,
The Royal Commission on
Bilingualism & Biculturalism,
Ottawa, Canada.

I N T R O D U C T I O N

1. It is with pleasure that the Executive Council of The Canadian Chamber of Commerce presents its views on the subjects of Bilingualism and Biculturalism.

2. The Canadian Chamber of Commerce is the national voluntary federation of more than 850 community Boards of Trade and Chambers of Commerce (the terms are synonymous) throughout Canada. Some 165 community Chambers in the Province of Quebec and some 35 Chambers in other parts of Canada carry on their work mainly in the French language, the remainder in English.

These community Boards and Chambers are established to promote the civic, commercial, industrial and agricultural progress of the communities and districts in which they operate, and 75% of these Boards and Chambers are in communities of less than 5,000 population.

Included in the objectives of The Canadian Chamber of Commerce are the stimulation and maintenance of a vigorous Canadian sentiment and the promotion of national unity. It is in this context that The Canadian Chamber of Commerce is concerned with the task of the Royal Commission on Bilingualism and Biculturalism.

3. This brief is based upon the democratically evolved principles and policies of the Canadian Chamber and is submitted by the Executive Council, which is appointed by the National Board of Directors, the governing body of the Chamber, to carry on the ordinary business of the Chamber during the interim between meetings of the Board.

4. There are attached, as Appendix A, the Chamber's policy declarations on "Bilingualism", "The Federal Civil Service", "Distinctive National Flag" and "National Anthem". These declarations set forth the convictions and beliefs of the members of the Canadian Chamber as adopted by the Annual Meeting in September, 1964. Our present submission to your Commission develops the general principles embodied in these declarations. We regard the maintenance of national unity as being of paramount importance if Canada is to progress economically, socially and culturally.

5. The large majority of Chamber publications are produced both in French and English texts, and correspondence is carried on in both languages as dictated by circumstances. The National Board of Directors, the Executive Council and the Committees of the Canadian Chamber have, among their members, distinguished businessmen drawn from the two founding races who work together to further promote Canada's economic and public welfare.

P A R T O N E

SUMMARY

A. The Fundamental Problem

6. The root of the problem lies in the belief held by many Canadians that the principle of partnership between the two founding races which was envisaged at the time of Confederation has not been maintained. It is vital to national unity that there be no justification for this belief. In striving towards this objective, it seems to us to be of prime importance first to recognize, and then to rectify, any fundamental distortion of the spirit of Confederation that may have developed as a result of the quite different picture Canada now presents compared to that of one hundred years ago.

7. It seems logical to look upon the provisions of the Act of Confederation dealing with the rights of the substantial English speaking minority in Quebec at the time of Confederation as a guide to the philosophy underlying treatment of substantial minorities of both language groups. There are now relatively large concentrations of French speaking citizens in Ontario, New Brunswick and Manitoba, and we believe that serious consideration should be given to a fuller recognition of this philosophy by according to French speaking citizens of such areas somewhat similar rights.

8. There must be established and accepted by leaders in all parts of the country a clear understanding of the basis of partnership and there must

then exist on the part of those leaders a willingness, to the point of enthusiasm, to bring about a country-wide understanding. Such a degree of understanding is something that will only be achieved over a period of time, the sole tool of success being education, both of the youth of the country and of the adult population.

B. Biculturalism

9. We conclude that, in a free country such as Canada, no element of culture of whatever origin should be restrained. Due to the racial origins of the preponderance of the population, the basic facets of the cultures of the two founding nations will undoubtedly continue to prevail, and it is desirable that it be so, but no blocks should be placed in the way of their enrichment or of the enrichment of the country as a whole by infusion of characteristics of other cultures. In our view, this is a field that calls for no internal regulatory measures other than those prescribing the official languages of the country and those designed to maintain an orderly society.

C. Bilingualism

10. Canada is a country with two and only two predominant languages, namely, English and French.

11. For a country to have two official languages does not necessitate each and every citizen being bilingual, but there should be a high incidence of bilingualism among political, civil service, business and academic leaders.

12. It is inevitable that the proportion of French-speaking Canadians who speak English must be higher than that of English-speaking Canadians who speak French.

13. A higher degree of bilingualism in Canada would probably contribute more than any other single factor towards improving communications between the two founding races and, hence, towards wider mutual understanding.

14. So far as teaching of the second language in schools is concerned:

1. We are not convinced that such teaching is as universal as it should be, that the methods of teaching used in all cases are the most effective, that there is an adequate force of properly qualified teachers and that the existing force is being used to the best advantage.

2. We believe that teachers of French in all schools should be fundamentally French-speaking and those of English, English-speaking.

3. We believe that no denominational regulations should affect the utilization of the language-teaching force.

15. Education trends in Quebec indicate the formation of a noteworthy body of bilingual French-speaking citizens in the fields of commerce, engineering and science. As they take their rightful place in these fields, there will be placed before English-speaking Canadians the added competitive challenge to become equally proficient in the two languages.

16. The degree of bilingualism in the federal civil service is not as high as it should be. Employees who have dealings with the public and serve either in areas where there are substantial numbers of both language groups or in the centre of government in Ottawa should be capable of communicating with both English-speaking and French-speaking Canadians.

17. Of serious concern to us is the degree of bilingualism in the senior ranks of the federal civil service. In Ottawa, English and French-speaking citizens should have ready access, in the language of their choice, to top-level authorities.

18. It should not be inferred that we advocate under any circumstances that appointment in the civil service be made otherwise than on merit, but it is our considered opinion that bilingualism, to the extent that we recommend that the civil service should be bilingual, is an important element entering into the assessment of merit.

D. Economic Implications

19. Positive steps taken towards achieving a high degree of national unity create a healthier economic climate both in Canada and in relations with other countries.

20. A united country in which there is a high degree of bilingualism in two of the pre-dominant languages of the world and in which there is a marked appreciation of cultures of other lands commands greater respect in the world than a country in which those conditions do not exist.

21. The preservation of the French language and its historical associations, being unique in the Western hemisphere, is an important economic asset.

22. Good business management demands the interchange of personnel between various parts of the country. It is important, therefore, that identification with one of the basic culture groups should not impede such interchange.

23. In the private sector of the economy, more particularly in the Province of Quebec, bilingualism and biculturalism have not been practiced as widely as they could have been in many companies. It is important, in the future, firstly, that no justification for criticism in this area should exist and, secondly, that the absence of justification be apparent. Normal competitive pressures by themselves contribute towards insuring, in the conduct of business, the establishment of a fair and reasonable balance

in the use of the two languages and the implementation of fair and reasonable policies vis-à-vis the ethnic groups. Furthermore, in Canada's special circumstances, it is necessary that business management, recognizing the overall importance to the economy of national unity, keep under constant review its policies touching on bilingualism and biculturalism and ensure that they are at all times fair and reasonable.

24. Concern may be expressed that
further development of bilingualism, by adding to
the costs of doing business, may prejudice Canada's
competitive position. We find, in these increased
costs, no reason for concern for Canada's competitive
position in either the domestic or foreign market.

25. Some initial increases in the costs of government can be expected to occur from further development of the bilingual nature of the country.

Planning

*Important
Business
people*

*ECou 35 members
in business community
- west -*

*Con - 15 from
across
country*

P A R T T W O

RECOMMENDATIONS

The following recommendations
are respectfully submitted:

A. General

26. That every effort should be made by all Canadians to stimulate and maintain a vigorous Canadian sentiment and to promote national unity. This can be achieved by practicing and promoting understanding of our fellow Canadians, by stressing our Canadian nationality and not our ethnic origins, and by fostering sound growth and development throughout the country.

B. Education

27. That both English and French be taught in all schools, in Canada, beginning no later than the third grade.

28. That an adequate force of well-qualified teachers of both languages be ensured.

29. That the teaching force be used to the best advantage.

30. That it be ensured that the methods used in language teaching be the most effective.

31. That eminent scholars be asked to collaborate in an effort directed towards reaching some measure of agreement on both the facts and the significance of those parts of Canadian history which tend to arouse and maintain racial antagonisms.

32. That, in all areas where there is a sufficient concentration of one of the two language groups to warrant such action, there be made available public schools at which instruction is carried out in the language of that group.

33. That the interchange of students between the English speaking and French speaking institutions of higher learning be encouraged, by business and by governments.

34. That the efficacy and feasibility of instruction, carried out entirely in certain subjects, and perhaps entirely in certain grades, say at the junior level, in the second language, be explored.

C. Communications

35. That communications media be used to promote healthy and responsible discussion of the basis of partnership between the two founding races and thus contribute to a widespread understanding.

D. Federal Civil Service

36. That in areas outside of the Province of Quebec where there is a sizeable proportion of French speaking people, all candidates for a Civil Service post that entails dealings with the public be required to have a good working knowledge of French.

37. That in the Province of Quebec, all candidates for a Civil Service post that entails dealings with the public be thoroughly bilingual.

38. That it is desirable that all deputy ministers be fluently bilingual.

39. Recognizing that the foregoing recommendation is a long term goal, that, in order to ensure in the interim that both language groups are authoritatively and efficiently served, there be made available, in all Departments, an associate or assistant deputy minister who is fluently bilingual.

P A R T T H R E E

DISCUSSION

A. The Fundamental Problem

40. In our opinion, the root of the problem lies in the belief held by many Canadians that the principle of partnership between the two founding races which was envisaged at the time of Confederation has not been maintained. In any effort to determine the nature of this partnership, the Act of Confederation should be looked at in the light of conditions as they were in 1867. At that time, the vast majority of the French-speaking population of the four provinces entering Confederation was located within the boundaries of the Province of Quebec which also contained a substantial English-speaking minority. It seems logical, therefore, to look to the provisions of the Act of Confederation dealing with the rights of the English-speaking minority in Quebec for guidance. These rights included participation by the minority in the public administration, safeguards against gerrymandering in the Eastern Townships where the English-speaking element was predominant, educational rights and equality of the English language with the French language in the Quebec Legislature.

41. The Canadian scene today is quite different from that of 1867. Today, nearly 100 years later, more than one-quarter of the total number of French-speaking citizens in the country are to be found outside the Province of Quebec, with relatively large concentrations in areas of Ontario, New Brunswick and Manitoba. These minority groups do not enjoy rights comparable to those accorded specifically to the English-speaking minority in Quebec under the British North America Act. Their legal access to Provincial courts, to the Provincial legislatures and to education facilities must be through the language of the majority.

42. Nevertheless it should not be overlooked that, in 1867, the founding fathers coped with a situation which was in existence at that time. The present situation is one which has developed within the terms of Confederation as laid down. For example, citizens who have since moved from one part of Canada to another have been subject to the provisions of the BNA Act, respecting public education.

43. Vast changes have taken place in Canada and in the Canadian way of life since Confederation. Six additional Provinces have been admitted into Confederation. The concepts of Governments' responsibilities towards their citizens have undergone profound changes. The economy of the country has changed from one largely dependent on agricultural and animal resources to a highly

industrialized one with great natural wealth. Technological advances have altered the role of man from one largely of brawn to one largely of brain. The level of education is immeasurably higher. To a marked extent, large businesses have grown from small businesses; national concerns from local concerns; and international concerns from national concerns. And in no way has life changed more than in the field of communications. Railways, telegraph, telephone, automobiles, airplanes, radio, television, magazines, newspapers--all either are newcomers since Confederation or have developed beyond all recognition. No longer can a Canadian now live without the events of the world having a profound influence on his way of life and thought.

44. One might assume that these immense changes of the century could not help but bring closer together two cultures living in one country. This could well have been so, had there existed a thorough understanding, appreciation and acceptance by both groups of the underlying basis upon which the partnership was founded. Unfortunately, neither that understanding, nor appreciation nor acceptance is as widespread as it could be, with the result that the advances of the century have tended to aggravate, rather than to alleviate, the problem.

45. The problem has also been aggravated by a lack of understanding of one group by the other and vice-versa. A century ago the population lived in relatively self-sufficient pockets, the demands of intercourse between pockets and for understanding of one pocket by another, at least on an individual basis as opposed to a group basis, being few. In the Canada of today this is not so. No one segment of the country is by any stretch of the imagination self-sufficient and cannot be so in the light of the economic development that has taken place. This interdependence points up the vital necessity for widespread intercourse and understanding between all groups within the country on a broader scale. If there is to be effective meshing of effort, there must also be, not uniformity but some similarity of educational patterns. Improvement in human communications between the citizens of the two basic cultures has not kept pace with technological advances in the field of communication. For many years, for a variety of complex environmental and philosophical reasons French-speaking Canadians remained isolated both economically and socially. There is now, however, widespread recognition that such isolation is incompatible with progress. The resulting expansion of the role of the French-speaking Canadian in modern Canadian life cannot help but open up opportunities for improvement

in human communications between citizens of the two groups. It is of vital importance that full advantage be taken of opportunities so provided.

46. Considerable stress is laid by some upon the importance of fiscal arrangements between the Federal and Provincial governments to the problem and its solution. Undoubtedly, such arrangements have exerted in the past, and will continue to exert in the future, considerable influence upon the cultural development of the individual provinces. But we do not believe that the mutual respect of one citizen for another, no matter his province of residence, that is so necessary to national unity, can be brought about by changes in fiscal arrangements.

47. As already stated, the core of the problem lies in a deeply rooted feeling among some Canadians that the spirit in which Confederation was entered into has not been maintained. It is vital to national unity that there be no justification for this belief. In striving towards this objective, it seems to us to be of prime importance first to recognize, and then to rectify, any fundamental distortion of the spirit of Confederation that may have developed as a result of the quite different picture Canada now presents compared to that of one hundred years ago. We have referred earlier

to the rights accorded to the English speaking minority in Quebec at the time of Confederation. We believe these to be one indication of the spirit of the partnership agreement between the two races in Canada at that time, and we feel that, in the light of the population shifts over the past hundred years, serious consideration should be given to a fuller recognition of this spirit by according to French speaking citizens, in those areas of the country where they form substantial minority groups, somewhat similar rights.

48. We have also referred to the aggravations brought about by the lack of understanding by the population at large of the basis upon which the partnership of the two races was founded, and by the lack of widespread intercourse between all groups in the country. It is obvious that widespread understanding cannot be achieved without there first being established and accepted by leaders in all parts of the country a clear understanding of the basis of partnership. This having been established and so accepted, there must then exist on the part of those leaders a willingness, to the point of enthusiasm, to bring about a country-wide understanding.

49. Such a degree of understanding is something that cannot be achieved overnight, but something that will only be achieved over a period of time. The sole tool of success lies in education, both of the youth of the country and of the adult population.

50. So far as the education of youth is concerned, we believe a pressing objective to be agreement upon a common history of Canada for use in all schools. It is appreciated that this is an objective that will not be easy of realization, and that it will call for collaboration at a high academic level of scholars seized with the importance of the task and with the spirit of co-operation necessary to reach some measure of agreement on both the facts and the significance of those parts of Canadian history which tend to arouse and maintain racial antagonisms. To the extent that this can be achieved, the term "Canadian" will become increasingly significant in Canada.

51. So far as the adult population is concerned, all communications' media including press, television and radio, should be used in a responsible manner to promote a widespread understanding of the basis of partnership.

52. The importance of a higher degree of bilingualism in the country as a means of improving communications and understanding between the two founding races is stressed later in this submission.

B. Biculturalism

53. We do not believe that there are now, nor could there ever be, in Canada only two cultures. A culture comprises such elements as religion, art, language, recreation, social customs, and heritage. It is a concept

that is constantly changing, as the elements which comprise it undergo evolutionary changes, including those brought about by exposure to other cultures.

54. While the culture of French Canada may be more sharply defined than that of English Canada, it is vastly different from the cultures of the founders of New France and it differs widely from the culture of contemporary France. On the other hand, it is doubtful whether one can attach a distinctive culture to the English-speaking majority of Canada, comprised as it is of so many diverse cultures. To say that the whole of English-speaking Canada is of "Anglo-Saxon" culture is quite fallacious.

55. We must, therefore, arrive at the conclusion that Canada is a country in which the two founding races, immigrants and the North American influence have all made, are making and will continue to make, positive contributions to the overall culture of Canadians. It is important that these contributions be fostered and integrated into the cultural identity of Canadians, for they are part of the nation's heritage.

56. We believe, however, that cultural developments must be within the bounds of law and order. Aspects of culture

more likely than others to be affected by these bounds, are language and social customs. Obviously, the official language or languages of the country must be prescribed by legislation and, equally obviously, the languages of all cultures that are making such valuable contributions to Canadian cultural life cannot be officially perpetuated. Subject to these bounds, every individual in a country such as ours should be free to practice the culture that he has acquired and to influence freely the cultural life of his fellow citizens.

57. We find it difficult to envisage the practicability or the desirability of endeavouring to confine the lives of Canadians to two cultures. We believe that, in a free country such as Canada, no element of culture of whatever origin should be restrained. Due to the racial origins of the preponderance of the population, the basic facets of the cultures of the two founding nations will undoubtedly continue to prevail, and it is desirable that it be so, but no blocks should be placed in the way of their enrichment or of the enrichment of the country as a whole by infusion of characteristics of other cultures. In our view, this is a field that calls for no internal

regulatory measures other than those prescribing the official languages of the country and those designed to maintain an orderly society.

C. Bilingualism

58. We have stated that the languages of all cultures which have made valuable contributions to Canadian cultural life cannot be officially perpetuated. History shows, however, that a country can be united and can prosper under a system providing for more than one official language. Such a system, moreover, does not necessitate each and every citizen being proficient in each of the official languages but it does entail a high incidence of bilingualism among political, civil service business and academic leaders.

59. In Canada, at the time of Confederation, both French and English were proclaimed official languages at certain government levels. The 1961 census disclosed that, of the total population somewhat in excess of 18 million, the mother tongue of some 10½ million was English, of some 5 million it was French, the remaining 2½ million being composed of individuals with a variety of mother tongues of which no one group numbered more than 600,000. These figures demonstrate that Canada is a country with two, and only two, predominant languages, namely, English and French. Members of other language groups who come to Canada must gravitate towards one or the other of

these languages. Experience has shown that this is so and there is little doubt that it will continue to be so.

60. When it is recognized that, in the area between Mexico and the North Pole inhabited by some 200 million people, there are only about $3\frac{1}{2}$ million who speak French exclusively, it should be realized that the proportion of French-speaking Canadians who speak English must inevitably be higher than that of English-speaking Canadians who speak French. The distribution of French speaking persons in Canada reinforces the inevitability of this fact because it is such that large numbers of English speaking persons cannot experience the necessary exposure to the French language to be expected to be bilingual in any significant numbers.

61. A higher degree of bilingualism in Canada, however, would probably contribute more than any other single factor towards improving communications between the two founding races and, hence, towards wider mutual understanding. Furthermore, bilingualism in an individual citizen and the concomitant increase in the depth of his knowledge and understanding of the other culture more often than not results in a broadening of his outlook, thus adding to his value both at home and abroad. The benefits to our economy, by thus increasing the value of our human resources, may not be measurable but may nevertheless be significant.

We are of the opinion, therefore, that all practical steps should be taken towards increasing the degree of bilingualism in the country. We are far from convinced that the teaching in the schools of the second language is as universal as it should be, that the methods of teaching used are in all cases the most effective, that there is an adequate force of properly qualified teachers and that the existing force is being used to the best advantage. We concur with the statement of the recently concluded Parent Commission that no denominational regulations should affect the utilization of the language-teaching force. In our view, teachers of French in all schools should be fundamentally French-speaking and teachers of English should be fundamentally English-speaking. We believe that bilingualism and understanding between the two groups would benefit by increased interchange of students between the English-speaking and French-speaking institutions of higher learning.

62. To participate at other than very restricted levels in national and international organizations, it is necessary on this continent to be able to work in English. The recent upsurge of interest on the part of French-speaking Canadians in the study of commerce, which on this continent necessitates acquaintanceship with the English language, indicates that this has been recognized by the French-speaking community of Quebec.

63. A recent survey has indicated that between 1958 and 1964, the number of graduate and undergraduate students attending the University of Montreal's Ecole des Hautes Etudes Commerciales increased from 180 to 830. This latter figure includes over 400 first-year students. Also, the number of students in commerce at Laval University increased from 525 in 1958 to 688 in 1964. The rise to eminence of French-speaking citizens in the fields of commerce, engineering and science, can and will have a marked effect on English-French relationships in Canada. As French-speaking citizens take their rightful place in these fields, there will be placed before English-speaking Canadians the added competitive challenge to become as proficient in two languages as French-speaking Canadians. The ability of French-speaking Canadians to compete on equal terms in these fields and in all parts of Canada with their English-speaking compatriots will go far towards developing bilingualism as a national characteristic of a distinctive Canadian society.


64. In the light of the British North America Act, proclaiming both English and French as official languages of the Parliament of Canada, it might be expected that now, nearly one hundred years later, the degree of bilingualism in the federal civil service would have been high. This is not, however, the case. According to the Report of the Royal Commission on Government Organization, the common requirement is that the business of a department of the

government in Ottawa must always be recorded in English. * This requirement, stemming presumably from the inability of English-speaking civil servants to understand French, can only have deterred, rather than encouraged, development of bilingualism in the service. It can be stated that, to all intents and purposes, ability to carry on business in the federal civil service in both French and English is confined to individuals whose native tongue is French. Consequently, since there is "a low proportion" ** of French-speaking personnel in the senior ranks of the public service, the French-speaking citizen is obliged, more often than not, to conduct his conversations with departments of the Government in Ottawa in English. It is also difficult for him to communicate in French through the written word, since most communications in French received in Ottawa and the replies to them have to be processed through the Bureau of Translations, causing undue delays. The facility with which an English-speaking citizen can communicate in his native tongue with the government of Quebec far exceeds that with which a French-speaking person can communicate in his tongue with the government of Canada in Ottawa.

* Glassco Report, Vol. 1. 4. 2. Management of the Public Records - Correspondence.

** Glassco Report, Vol. 1. 3. 4. Staffing the Public Service-Special Problems.

65. We are of the opinion that, in order to provide an effective service, appropriate employees of the federal civil service should be capable of understanding and communicating with both English-speaking and French-speaking Canadians. When we speak of "appropriate" employees, we have in mind employees who, in the course of their employment, have dealings with the public and who serve either (1) in areas of the country where there are substantial numbers of both language groups or (2) in the centre of government in Ottawa. We realize that such a degree of bilingualism in the civil service is not something that can be achieved overnight. We are informed that a special Cabinet Committee on Government Organization and Bilingualism has approved objectives which include the establishment, in policy and practice, of English and French as languages of equal status for all purposes affecting the federal public service in its relations with the general public and the establishment of a similar policy and practice with respect to internal communications within the service. We consider these objectives to be desirable and, in this submission, we make recommendations directed towards their achievement.



66. The degree of bilingualism in the senior ranks of the civil service is a matter of serious concern to us. We believe that every Canadian citizen, English-speaking and French-

speaking, should have ready access, in the language of his choice, to top-level authorities. It can be inferred from the foregoing remarks that we consider it desirable (as is in fact the stated policy of the Chamber - see Appendix A) that all deputy ministers be fluently bilingual. We recognize that this is a long-term goal. In the interim, we believe that the organization of the Federal civil service should reflect this principle of ready access. We suggest, as a means of accomplishing this objective, that an associate or assistant deputy minister who is fluently bilingual be available in all Departments to ensure that both language groups are authoritatively and efficiently served in their own language.

67. It should not be inferred from the foregoing remarks that we advocate under any circumstances that appointment in the civil service be made otherwise than on merit, but it is our considered opinion that bilingualism, to the extent that we recommend that the civil service be bilingual, is an important element entering into the assessment of merit.

68. To achieve in the federal civil service the degree of bilingualism that we advocate will entail, amongst other things, a sustained and successful recruitment programme for all Departments directed towards bilingual university graduates. Recognizing that such a programme will not be easily achieved due to demands from other sources, such as private business and the Government of Quebec, for similarly qualified personnel, it is important to ensure that candidates be made aware that

the service offers opportunities for training and advancement comparable with those offered elsewhere.

69. As we have already indicated, we believe that there are serious deficiencies in the degree of bilingualism in Canada, and we urge that every effort be made to eliminate these deficiencies as quickly as possible. We are of the opinion that, if the measures advocated in this submission are taken, the degree of bilingualism will increase and approach more closely the objective of a high incidence, at least among political, civil service, business and academic leaders. However, it must be realized that this degree of incidence of bilingualism is not something that can be achieved overnight and that success in achieving it will depend also upon another important factor, namely, an appreciation by the population of Canada of the benefits to be gained, both collectively and individually, from a higher incidence of bilingualism. It is important, therefore, that progress be of an evolutionary, rather than a revolutionary nature and that, in the process, there not be placed upon bilingualism a degree of emphasis that is uncalled for in certain geographic and social areas. As we point out later, in business circles commercial considerations will influence employment practices and will thus create the demand for, and ensure the employment of, bilingual personnel wherever in those circles there is a requirement for persons so qualified.

D. Economic Implications

70. It is appropriate that an organization such as the Canadian Chamber of Commerce should comment upon the economic implications of bilingualism and biculturalism.

1. The Economy as a Whole

71. We believe that all positive steps taken towards achieving a high degree of national unity cannot but create a healthier economic environment, not only here in Canada but in our economic relations with other countries. As we have previously indicated, bilingualism in an individual, which carries with it increased knowledge and understanding of another culture, tends to broaden his outlook and thus increase his ability to contribute to the economic welfare of the nation.

72. In the eyes of the rest of the world, a united country in which there is a high degree of bilingualism in two of the predominant languages of the world, and in which there is a marked appreciation of cultures of other lands brought to us by people of other ethnic origins, cannot fail to be looked upon with more favour and respect than a country in which those conditions do not exist. While Canada's international relations record is one of which we can be proud, its enhancement would undoubtedly contribute to economic expansion.

73. The preservation of the French language and its historical associations, being unique in the Western hemisphere, is an important economic asset. The Canadian Chamber, in its policy declaration on the Tourist Industry, states that "as a means of providing an influential tourist attraction for foreign visitors, it is suggested that the 'French Culture' of Canada be more effectively presented abroad", and recommends that the Canadian government give greater consideration to this aspect of the Tourist Industry, which annually attracts to Canada over \$600 million of new wealth.

74. In the modern business life of the country, where a large volume of the nation's business is conducted by organizations operating from coast to coast, good business management demands the interchange of personnel between various parts of the country. The same consideration applies to the activities of the Federal Civil Service. Such interchange plays an important part in the training and equipping of individuals for more senior positions in an organization. Such practices afford to individuals and to their families opportunities to broaden their outlook and, at the same time, to contribute towards greater understanding between the various regional groups in the country. It is important, therefore, that identification with one of the two basic culture groups should not impede such interchange.

75. The question of language, in so far as the individual himself is concerned, does not, as a rule, present a serious problem. The more important aspects involve the concern of the individual for preserving for himself and his family identification with his cultural group which includes, of course, the retention in the family of the native tongue.

76. The availability of educational facilities in the family's language would undoubtedly go a long way towards removing the individual's concern. While it may be practicable to provide such facilities in a number of areas where they do not now exist, it would be unrealistic to believe that they could be made available in all areas of the country.

77. Self-respect, coupled with mutual respect and understanding by the members of one group for those of another, must be counted upon in large measure to overcome the concern that now exists. But it cannot be over-emphasized that, for members of each group to take their proper places in the national economic life of the country, and in the interests of national unity, there must exist an atmosphere that does not inhibit the mobility of citizens and their families within the country.

2. The Private Sector of the Economy

78. There is no doubt that, in the private sector of the economy, more particularly in the Province of Quebec, bilingualism and biculturalism have not been practiced as widely as they could have been in many companies controlled by English-speaking interests. Business activities to which this comment applies appear to lie principally in policies and practices governing hiring and promotion, purchasing and charitable donations, in the choice of the language used in routine communications with employees, and in labour negotiations. There is substance in the suggestion that a French-speaking employee should not have to learn English merely to communicate with his supervisor, and for no other job reason. In addition, French-speaking employees in such companies, in Quebec for example, often feel that there is lacking a climate conducive to making them feel that they are "at home" in, and an integral part of, the organization. It is important, in the future, firstly, that no justification for criticism in this area should exist and, secondly, that the absence of justification be apparent.

79. Similarly, there exists a responsibility in those companies which are controlled by French-speaking interests to follow a similar course of even-handed operation in dealing with their job applicants, employees, suppliers, customers and the whole community.

80. During the past few years, a number of developments, among which are the widespread recognition that economic and social isolation of French speaking Canadians is incompatible with progress and the upsurge of interest of those Canadians in the study of commerce, both of which have been referred to earlier, have made a profound impact upon the private sector of the economy, particularly in the Province of Quebec. Business management, to be efficient, must take cognizance of the pressures exerted by consumer demand, by public relations considerations and by employee relations considerations. All companies operating in this bilingual-bicultural milieu might well consider policies of manpower, and particularly management, development which ensure that at least a part of post-employment training is directed towards the improvement of understanding by the individual of the other language and culture.

81. There is imposed upon every business, in order to serve best its own interests, the incentive to exercise care to ensure, not only that its practices are scrupulously fair, but also that their fairness is apparent. And it is important, in interpreting its own interests, that every business fully realize that its interests cannot run counter to those of the country

as a whole, and that in those of the country as a whole the maintenance of national unity plays a vital role. Normal competitive pressures by themselves contribute towards ensuring, in the conduct of business, the establishment of a fair and reasonable balance in the use of the two languages and the implementation of fair and reasonable policies vis-à-vis the ethnic groups. Furthermore, in Canada's special circumstances, it is necessary that business management be possessed of an enlightened appreciation of self-interest that recognizes the overall importance to the economy of national unity, and, therefore, keep under constant review its policies in the fields of which we speak and ensure that they are at all times fair and reasonable.

82. Concern may be expressed that further development of bilingualism may add to the costs of doing business, thus prejudicing Canada's competitive position in domestic and foreign markets. For example, bilingual requirements can add to the expense of business operations by requiring the production of printed forms and materials in both languages, the adaptation of business machines to produce bilingual abbreviations, and the consequent limitations of such machines to use for the Canadian market only. As pointed out above, the use of the two languages in business will be influenced by commercial and public and

employee relations considerations. Since these considerations will apply in the domestic market as much to the sale of imported products as they will to the sale of domestic manufactures, we find here no reason for concern for Canada's competitive position in that market. So far as the international market is concerned, the advantages to be gained by the ability to conduct business in the two languages probably far out-weigh any additional costs attributable to internal bilingualism and properly applicable to foreign business.

3. The Public Sector of the Economy

83. Some initial increases in the costs of government can be expected to occur from further development of the bilingual nature of the country. These increased costs might well be partially offset, however, if the recommendations of the Glassco Commission, pertaining to the Management of the Public Records, the Public Information Services and the Bureau for Translations, were effected.

Respectfully submitted,



General Manager



Chairman of the
Executive Council

CANADIAN CHAMBER OF COMMERCE
POLICY DECLARATIONS, 1964-1965

Bilingualism

The existence in Canada of two principal cultures and languages calls for the adoption of further measures to strengthen national unity.

Recognizing not only the historical and constitutional nature of bilingualism in Canada, its economic as well as its cultural values and its importance in establishing an atmosphere of mutual understanding and goodwill and commercial intercourse between the two main language groups in Canada, we publish our official documents in both languages and foster bilingual practice at our meetings.

Recommendations:

with the objective of always creating a more favourable atmosphere for the consolidation of national unity, the Chamber recommends:

1. to the Federal Government the consideration of bilingualism, not only as a constitutional duty, but equally as a factor of national unity and of social, economic and cultural progress throughout the country;
2. to affiliated Chambers and Boards the promotion of access to a second culture, English or French, among their members, as the case may be;

APPENDIX A (Continued)

3. to affiliated Chambers and Boards the development of more initiative in the exchanging of communications and visits of mutual understanding and goodwill with the Chambers or Boards mainly English-speaking or French-speaking as the case may be;

4. to affiliated Chambers and Boards that they make representations to their Provincial Governments to further emphasize and improve the teaching and study of English or French as a second language in all levels of primary and secondary schools, including placing greater emphasis on the culture and history of the other language group.

The Federal Civil Service

The Federal Civil Service plays an important role in the relationship between citizens and the Federal Government. In order to provide an effective service, appropriate employees of the Federal Civil Service should be capable of understanding and communicating with both English-speaking and French-speaking Canadians.

Recommendations:

It is recommended:

1. that the Government of Canada recognize it is desirable that
 - (a) all Deputy Ministers be fluently bilingual; and
 - (b) within each Government Department French and English be recognized as official languages, not only in theory but in practice.

APPENDIX A (Continued)

2. that all Federal forms and documents be bilingual where practicable or else available in both languages.

3. that employees of the Federal Civil Service be encouraged to take special training to develop greater understanding and facility in communication between the two major language groups of the country.

Distinctive National Flag

Parliament has not formally adopted a distinctive national flag and Canadian public opinion polls continually record significant majorities favouring a distinctive national flag, with the nation's youth expressing an overwhelming preference for such a flag. A distinctive national flag would be a strong, unifying influence, consistent with the status of full nationhood.

Recommendation:

that the Parliament of Canada formally adopt and authorize a distinctive national flag.

National Anthem

Recommendation:

that the Federal Government adopt officially approved texts in both official languages of the anthem "O Canada" as the official national anthem of Canada.

ANNEX A (Continued)

2. That all Federal forms and documents be bilingual where practicable or also available in both languages.

3. That employees of the Federal

Civil Service be encouraged to take special training to develop greater understanding and facility in communication between the two major language groups of the country.

Distinctive National Flag

Parliament has not formally adopted a distinctive national flag and Canadian public opinion remains essentially torn along significant majorities favouring a distinctive national flag, with the nation's youth expressing an overwhelming preference for such a flag. A distinctive national flag would be a strong, unifying influence, consistent with the status of this nation.

Recommendation:

That the Parliament of Canada formally adopt and authorize a distinctive national flag.

National Anthem

Recommendation:

That the Federal Government adopt officially approved texts in both official languages of the nation "O Canada" as the official national anthem of Canada.